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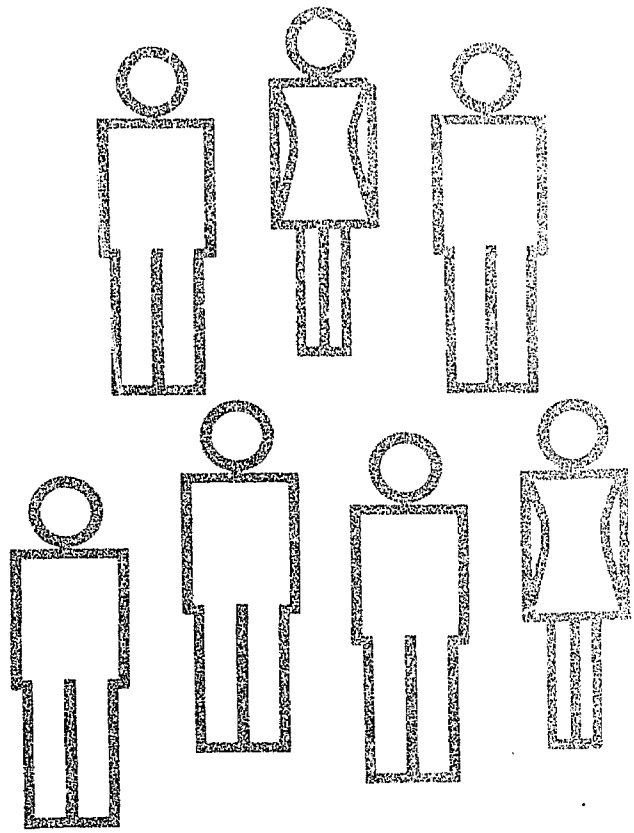
ABSTRACT

To study the problems of developing a useful conceptual framework for utilizing workers in the field of social welfare who received training at less than the highest professional level, four 2-day symposium sessions were held during the fall of 1968, Approximately 13 participants, predominanatly social workers and representatives from the fields of corrections, education, rehabilitation law, and public personnel, attended each session. The findings of the syposium are included, together with recommendations and implications for implementation. Additional material, developed and refined in conference discussions after the end of the symposium, has also been written into the report. (CD)

Manpower Utilization in Social Welfare



Social Welfare Manpower Project
Southern Regional Education Board

MANPOWER UTILIZATION IN SOCIAL WELFARE

A Report Based on a Symposium on Manpower Utilization in Social Welfare Services

By

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and

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In 1803, the British created a civil service job calling for a man to stand on the Cliffs of Dover with a spyglass. He was supposed to ring a bell if he saw Napoleon coming. The job was abolished in 1945.

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PREFACE

A great deal of interest in manpower utilization has been generated during the past decade. In the field of social welfare, this interest has been in two basic areas: the appropriate use of currently available manpower and the use of new kinds of manpower, i.e., the "new careerist," use of personnel with varying levels of formal education, etc. This document represents one effort in the overall study of social welfare manpower.

Part I represents the effort of Dr. Robert J. Teare of the University of Georgia Management Department. Teare's presentation is a theoretical rationale for social welfare work activity, based on his own background as an industrial psychologist, his participation in a symposium conducted by the Southern Regional Education Board's Social Welfare Manpower Project and his participation in a number of conferences following this symposium. The symposium, held at Stone Mountain Inn outside of Atlanta in the fall of 1968, focused on problems associated with developing a useful conceptual framework for utilizing workers in the field of social welfare who were trained at less than the highest professional level.

Part II, compiled by Dr. Harold McPheeters, Associate Director for Mental Health Training and Research at the Southern Regional Education Board, reflects an attempt to outline some recommendations and implications for implementation of the theoretical framework. This part of the document should not be viewed as a blueprint or a model, but as an illustration of some of the theoretical formulations presented in Part I. Final responsibility for implementation of this particular framework

for agency operation and job formulation will necessarily have to rest with each agency. There has not been an effort to implement the contents of this document within this project.

Final responsibility for the contents of this document rests not with the participants who contributed so much to it, or with Dr. Teare who was able to organize the findings of the symposium, but with the Southern Regional Education Board staff who have done the final editing.

Robert M. Ryan
Project Director

PART I

THEORETICAL RATIONALE FOR SOCIAL WELFARE WORK

CHAPTER 1

BACKGROUND AND RATIONALE FOR THE SYMPOSIUM

The Problem

For quite a few years, the Mental Health Training and Research Unit of the Southern Regional Education Board has been concerned with stimulating and facilitating the training of manpower for the human services occupations. The symposium sessions described in this publication represent one facet of a larger research effort aimed at the problems associated with recruitment, education, and utilization of baccalaureate graduates in the social welfare programs of the 15 Southern states.[1]

The focus of this symposium, and of the larger SREB research effort, springs from a basic problem facing persons charged with responsibility for planning, operating, and evaluating delivery systems for various types of services in the United States. Couched in its simplest terms, the problem is this: given the current and projected availability of manpower, and under present patterns of utilization, health care and social service systems simply cannot adequately meet the needs of the general public. Because this shortage of trained manpower is a general condition, all of the helping professions are faced with the problems it creates.

This situation has reached critical proportions in the area of activity charged with the responsibility of providing social welfare

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[1]Funding for the activities of the Social Welfare Manpower Project was through a Section 1115 grant from the Social and Rehabilitation Service of the Department of Health, Education and Welfare.

services to the public.[2] Like their counterparts in other professions, social welfare planners are faced with the dilemma of trying to provide a wider range of services to an increasing population while having to draw upon a cadre of trained workers which diminishes proportionately each year. Because the problem is of great concern to many individuals, it has been thoroughly documented and discussed (Barker & Briggs, 1966; Department of Health, Education, and Welfare, 1965; Monahan, 1967; Schwartz, 1966; Szaloczi, 1967; Wittman, 1965). Thus to most knowledgeable professionals, the above statements do not come as a revelation.

We have long been aware that half of all the social welfare work positions in the agencies are filled with persons who hold only bachelor's degrees. As we look at other parts of the social welfare field such as public welfare, child welfare, probation and parole, corrections, and vocational rehabilitation, we see that more than 75 percent of the positions are filled with persons with bachelor degrees. Most agencies have used these people either in lieu of fully trained persons (i.e., MSW's) without rewriting the job descriptions, or as case "aides" working under the direct supervision of fully qualified workers.

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[2]The term "social welfare services," as used in this document and in the symposium, is used in the broadest possible sense. Perhaps the closest definition is that which has been articulated by the Department of Health, Education and Welfare (1965); that is, "...the organized system of functions and services, under public and private auspices, that directly support and enhance individual and social well-being, and that promote community conditions essential to the harmonious interaction of persons with their social environment, as well as those functions and services directed toward alleviating and contributing to the solution of social problems, with particular emphasis on strengthening the family..." This definition, if anything, is too broad. However, it does make the point that when we talk about social welfare services we are not just talking about social work.

Approaches to the solution of the problem can and do differ widely in terms of scope and focus. Some have attempted to reduce or redesign the spectrum of services open to the public; others have concentrated on ways to increase the number of individuals who enter the education and training channels or to accelerate the educational process, and a third major approach has focused on the tasks carried out by the social welfare worker. Although there are several variations in this third approach, all have been basically concerned with the reformulation and reallocation of existing tasks and the creation and development of new tasks and functions to be included as part of the purview of social welfare activities.

The staff of the SREB Undergraduate Social Welfare Manpower Project decided to focus their efforts in the third major area: the reformulation of existing tasks and the development of new tasks to be carried out by baccalaureate workers. Our goal was to find more rational guidelines for the utilization of workers with BSW and BA degrees in subject matter areas related to social welfare problems. If more rational guidelines could be developed, they might be used by social welfare agencies in reformulating work activities for BA workers and in developing new activities for these people.

The problem of task development is not restricted to the baccalaureate level worker. Societal demands for increased services have resulted in the introduction of additional kinds of workers to the social welfare manpower pool. We refer here to the "New Careers" movement (Elston, 1967; Kattan, 1970; Reiff and Riessman, 1964; Riessman and Pearl, 1965; Wiley, 1967) involving workers who are former recipients of services and who posses a minimum of formalized training, as well as an influx of technical workers

trained in new programs being developed by the two-year community colleges around the country. Consequently, we felt that any guidelines for the utilization of social welfare workers should have implications for a work force with education ranging from a few weeks of in-service training to that which accompanies the full professional degree.

The Approach

The staff explored with several consultants the possible approaches to formulating job roles and functions for new levels of workers in a human services field that has traditionally acknowledged only the full professional worker. As Fine (1967) has pointed out, there are really only two basic conceptual frameworks for formulating and configuring job activities, both of which have their origins "...in the way careers emerge more or less naturally in the world of work."

The first consists essentially of "job factoring," that is, breaking down jobs into tasks clustered together on the basis of skill requirements or difficulty. The second, which Fine labels the "developmental approach," starts with analysis of the needs of the public and the profession and then proceeds to the definition of tasks designed to meet these needs. It is obvious that these two approaches are fundamentally different from one another. Consequently, they can lead to end results that are neither conceptually nor strategically equivalent. It would be well, therefore, to examine them in a little more detail.

Job Factoring--The first approach, job factoring, has been a traditional approach for developing jobs in the professions. This is because job factoring has been the basic philosophy underlying industrialization in America

for the past sixty years.[3] Starting from an existing base of heterogeneous tasks as they are currently carried out in various jobs, its focus is to break up these tasks and regroup them into more homogeneous clusters of activity. Thus, the usual end result of the factoring process is the stratification of job tasks into levels (or layers) of difficulty. In the professions it has been assumed that the lower levels (the simpler tasks) of this hierarchy can be assigned to less skillful workers and can thus serve as the basic content for "subprofessional" or "nonprofessional" jobs.

There are several characteristics inherent in jobs which result from the process described above. First, since they have been constructed from an array of tasks that are currently being carried out by workers, it is rare that new tasks emerge as part of the new job definitions. As a result, the job factoring approach serves better as a strategy for dealing with the problem of creating or stimulating *more* jobs than as a strategy for developing *new* jobs (i.e., "new" in the sense that the tasks involved in these jobs have not been carried out before). Consequently, if client needs are not being met by the existing system, the jobs constructed by job factoring give no greater assurance of being relevant to the needs of the public and, in many instances, actually reduce the liklihood that the needs of the client will be served.

Furthermore, since the new jobs came into being by virtue of a partitioning process based on skill and difficulty, both the resulting

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[3]It springs from the concepts of "scientific management," with its emphasis on specialization, work simplification and work prescription, first introduced into American production industries by F. W. Taylor (1911).

jobs and those remaining (from which the new ones were derived) tend to be more homogeneous. To the extent that a certain amount of job satisfaction results from variety, in terms of pacing and continuity, this homogeneity may have detrimental effects. Finally, jobs which have been constructed by splitting out the lower order tasks tend to have a built-in status differentiation. This is particularly true when they are prefixed by such descriptors as "sub" or "non." If this condition is made worse by blocked or nonexistent access to the higher levels of occupational functioning, the lower level jobs will be perceived as low status, dead-end positions. In all too many instances this has been the end result of many of the activities designed to motify patterns of utilization of workers in the social services field.

Creating jobs by job factoring has several important positive implications. First, the definition and partitioning of jobs on the basis of similarities in task content and difficulty is an extremely logical rationale on which to proceed. Jobs and job chains can easily be conceptualized in this way. Second, the processes of recruitment, selection and training are made more efficient. With jobs defined in this manner, training times can usually be shortened appreciably. Because training can proceed more rapidly or be carried out on the job, this strategy can alleviate manpower shortages and provide employment quickly (as in the case of indigenous nonprofessionals). Finally, because the jobs that result do not cut across traditional professional boundaries or jurisdictions, this strategy is far less threatening to the individuals, professionals or not, who are concerned with preserving the "traditional" divisions of labor.

The Developmental Approach--This process does not begin with job tasks. Under the assumption that each task or cluster of tasks derives its meaning from some higher order goal or purpose, the developmental approach, when applied to the service-oriented professions, looks to the ultimate source of job autonomy--the needs of the public and the profession. In so doing, this approach rests on the two basic assumptions stated by Fine (1967):

1. Jobs in the professions come into being in response to either the needs of the public or the problems of the profession.

2. Needs are usually broader than the purview of professions that attempt to respond to them and, periodically, the match between needs and coverage should be reevaluated.

At the outset, therefore, the major focus for organization in this mode of approach is the "need" or "problem" rather than the "job." Once these needs have been defined and categorized, the next step is to derive, by inference, those tasks which are designed to meet the various needs. From this point on, the developmental approach becomes quite similar to the job factoring approach. Given these tasks, both old and new, the intent is to regroup them into new clusters of activity.

As was the case with job factoring, the developmental approach has certain inherent characteristics. First, since it assumes that existing tasks may not be meeting present needs, it is far more likely that new tasks may emerge and, conversely, that existing tasks may no longer be seen as relevant and thus may be deleted from the purview of the profession. Secondly, since it can focus separately on public and professional needs, it allows us to discriminate between the activities that owe their origin to the recipient of the service (client-oriented objectives) and

those that have come into being in order to aid the profession of the administrative instruments of the profession (system-oriented objectives). Finally, since activities are not examined initially within the context of existing jobs, the tasks derived by this method do not have any inherent organization with respect to job clusters or current divisions of labor. Consequently, if the job boundaries need to be expanded or contracted, or if activities need to be reallocated, the developmental approach can provide potentially greater flexibility.[4]

Once the tasks (both client-oriented and process-oriented) have been defined, a rationale for grouping the activities into jobs is implemented. Unlike job factoring, however, the rationale for grouping used in the developmental approach does not concentrate solely on the characteristics of the tasks. It adds to these grouping notions additional criteria that are oriented toward client needs, needs of all levels of workers, and the objectives and purposes of the work activity. Based on this much wider range of criteria, the old activities and the new ones are clustered into programs and jobs.[5]

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[4]This is not to say that existing job boundaries should, or even can, be ignored. There is every indication that this is an extremely sensitive issue in the professions. However, since the boundaries of any "job" are arbitrary, it is sometimes desirable to suspend these constraints for purposes of an objective analysis and classification of tasks.

[5]It should be noted here that this description of the developmental approach is far from complete. Based on the workshops and activities stimulated by this SREB project, a much more detailed description is being prepared. (See References, Teare.)

The Plan

The SREB staff adopted the developmental approach as its basic operating framework and on this basis laid plans for a series of symposia. Four two-day sessions were held at three- to four-week intervals throughout the fall of 1968. All sessions were held at Stone Mountain Inn near Atlanta, Georgia.

Each symposium session had approximately 13 participants. These included five to eight experts who were invited primarily for one conference because of special competence or experience in the topics under discussion in that session. In addition, a "core faculty" attended all sessions to provide continuity and an overview. Symposium participants were predominantly social workers, although the fields of corrections, education, rehabilitation law and public personnel were represented as well.

Purposes of each of the symposium sessions are listed below:

Session I--to identify the needs and problems of the public that were felt by the participants to be within the purview of social welfare. Participants were asked to emphasize the needs not being met by present-day delivery systems. Its purpose was to describe in specific language the problems and needs of human beings that were judged to be within the purview of social welfare, and then to organize these into a meaningful framework.

Session II--to use the findings of Session I (the problems) to infer the goals and purposes of social welfare and to specify, in a preliminary fashion, the job and task activities that resulted. No effort would be made at this point to assign these tasks to workers or professions.

Session III--to analyze the constraints placed on social welfare activity by virtue of the setting in which work gets done. Furthermore, new kinds of needs and problems were to be added. These had to do with the professional and administrative dimensions of social welfare. Thus, it would focus primarily on the impact of the professional "establishment" and service organizations on the delivery of services with respect to both the level and the organization of work activity.

Session IV--to focus on the development of a systematic rationale for clustering this work activity into meaningful areas of functioning.

The symposia did not always proceed according to plan. Of all of the sessions, Session IV fell farthest short of attaining its goal. The rationale for clustering work activities emerged only vaguely. However, much valuable discussion was generated throughout all of the sessions and many of the concepts and recommendations contained in this document were developed by the participants. By the same token, as stated earlier, a good deal of additional material contained in this report has been developed and refined by the staff in dozens of conference discussions since the symposium ended. Thus the symposium participants cannot be held responsible for the views presented in this report. The staff is most grateful for the many insights set forth by the participants, both during and after the symposium, but the staff alone is responsible for the overall contents of this document.

CHAPTER 2

FINDINGS OF THE SYMPOSIUM

Needs, Problems and Scope of Social Welfare

The participants of Session I identified between 900 and 1000 illustrations or examples of specific needs and problems that people present to agencies as social welfare problems. From this material the staff endeavored to develop a preliminary taxonomy to describe the field of social welfare and the range of client, family, and community needs that fall within its purview. This activity took place between seminars I and II.

In analyzing the illustrations generated by the participants, we first grouped these needs and problems into several basic areas of living. These were:

1. Health
2. Education
3. Employment
4. Integrity of the family
5. Money and financial resources
6. Integrity of the neighborhood and community

It seemed to us that the participants, as they described specific problems, were talking about certain basic content categories in each of these areas of living. As a result, we further subdivided the areas into finer groupings. Under "health" we classified needs as being associated with:

1. Prevention of illness

2. Detection of illness

3. Maintenance of health

4. Treatment of illness

5. Care

6. Restoration to proper functioning (rehabilitation)

In like manner, subcategories were abstracted out of the problem content in each of the other major areas (education, employment, fiscal resources, etc.). More complete descriptions of these content areas are presented in Appendix A.

If we could guarantee that all persons would have their needs met through the usual institutions developed by our society, there would be no need for the corrective aspects of the field of social welfare to exist. Obviously, this is not the case; there is a host of forces that often block individuals, families or groups from meeting their needs. In describing the problems they dealt with, the participants seemed to be talking about obstacles that could be classified into four major areas:

1. *Deficiencies within individuals*--i.e., lack of education or training, inappropriate values, personal instability, poor physical health

2. *Environmental deficiencies*--(lack of resources or lack of access to them)--i.e., shortage of housing, no medical facilities in area, no jobs in the central city

3. *Rigid or inequitable laws, regulations, policies, and practices*--i.e., employers will not hire blacks, women, ex-convicts; restrictive eligibility requirements for services; fraudulent contracts

4. *Results of catastrophies*--i.e., death in the family, sudden severe brain damage, natural tragedies

Given these limited numbers of content categories, it was possible to depict and summarize the basic problems described by the participants in the first session. There seems to be no end to the possible permutations of problems that can be presented to social welfare workers. This scope and diversity was reflected in their discussions.

Since the symposium was held, the SREB staff has conducted similar symposia and has held numerous workshops and meetings with social welfare personnel. The content of these many interactions has helped us to shape more clearly the basic framework of the needs and problem to which a system of social services must respond. This basic framework is depicted in Figure 1.

As can be seen from the figure, the problems to which social welfare service systems respond are conceptualized in three basic dimensions:

1. domains of living
2. status of functioning
3. obstacles to functioning

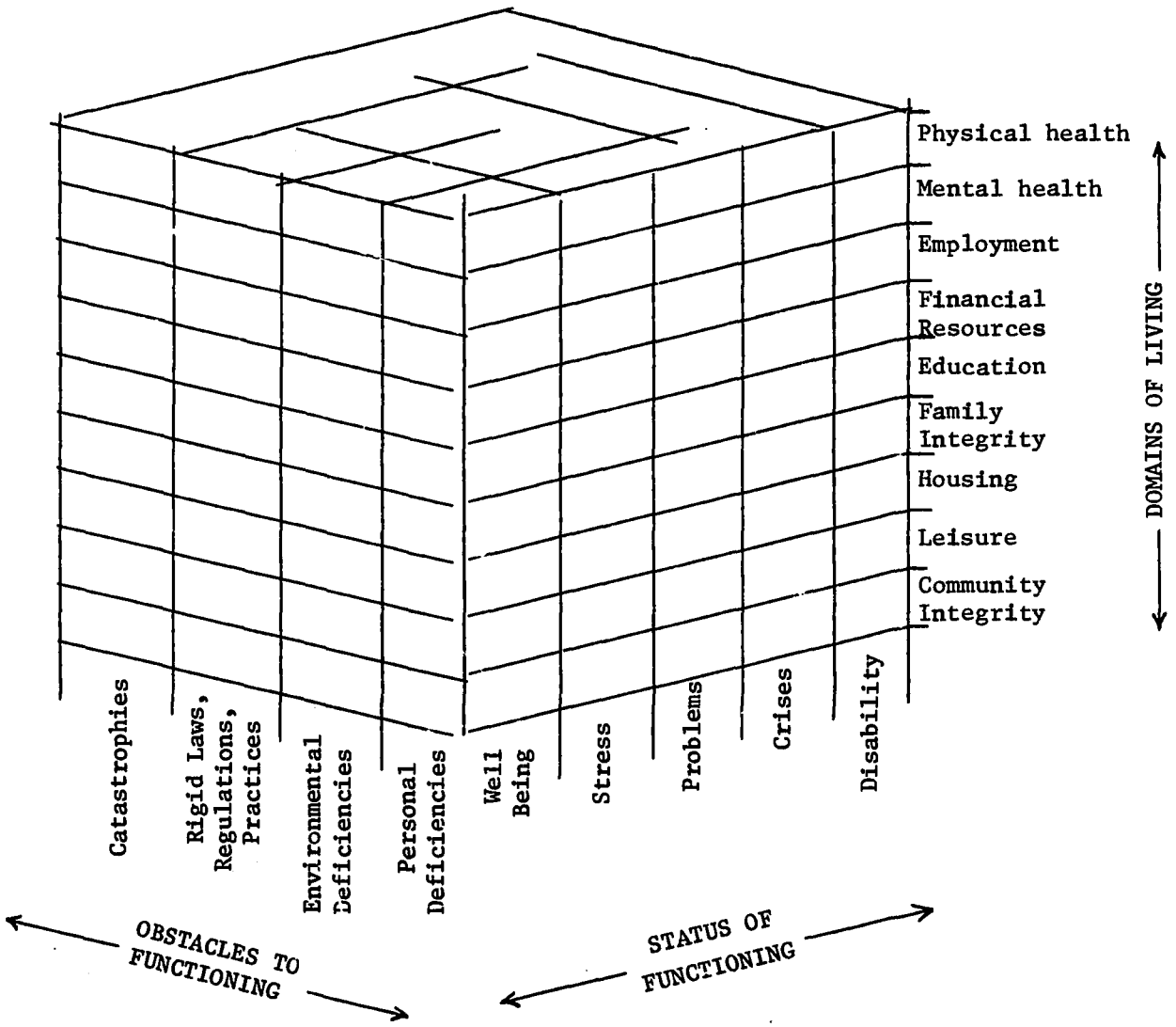
Some explanation of these terms is in order at this time.

Domains of Living--This dimension is simply an expansion of the basic content areas described in the taxonomy in Appendix A. The categories are intended to be neither exhaustive nor precisely labeled. They have been chosen merely to reflect the simple fact that social welfare workers are called upon to deal with problems that exist in a variety of domains of living and quite often they will have to deal simultaneously with problems in more than one area (the multi-problem client).

Figure 1

Basic Framework of Social Welfare

Human Services Problem Areas



Status of Functioning--Quite often the symposium participants talked about unexpected catastrophes (fires, theft, death of a breadwinner, disabling accidents) that precipitated problems or crises for individuals or groups. Just as often they spoke with a sense of frustration of not being able to intervene early in the development of a problem in order to prevent disability. These apparently different orientations have a common conceptual thread: individuals can move, precipitously or gradually, along a continuum of functioning ranging from a high level of well being to permanent disability. Furthermore, in more cases than we realize or admit, this progression is systematic and predictable.[6] Given the appropriate data, this progression would lend itself to description in much the same way that the "natural history" concept is used in public health and medicine.

In the diagram in Figure 1, five stages of functioning are depicted. As with the "domains," the labels are merely convenient anchor points on a continuum of functioning. They are taken from the work by Levine (1966). *Well-being* depicts a status of high level "wellness." At this stage, all appropriate social indicators would point to a situation of low risk, low vulnerability status. The second stage, *stress* is a condition wherein, although no problems have arisen yet, indicators (as part of the natural history) have begun to point to an increase in risk and vulnerability. The *problems* stage depicts the condition that although problems have begun

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[6]The writings of Harrington (1962, 1970), in describing the "magnetic field" of poverty, eloquently capture the dynamics of this concept. A similar notion, couched in terms of social work practice, has been advocated by Levine (1966) in his "levels of intervention."

to occur, they are manageable within the resources of the individual or system. At *crisis*, problems have exceeded the capacity of the individuals' ability to cope. Vulnerability may lead to pathology or damage. (Many participants indicated that this is the typical status of clients or groups when they finally come under the purview of social service systems.) The final stage is that of *disability*. At this stage, damage has occurred. Problems, more often than not, are now of a chronic or continuous nature.

This notion of a continuum of functioning and a "natural history" of social problems is probably the most important aspect of the conceptual framework. Without it, the idea of early intervention, or preventive intervention would be difficult to conceive. As we will demonstrate later in the document, it will have important implications for the specification of the objectives of social welfare activity.

Obstacles to Functioning--This last dimension simply reflects the three major classes of obstacles or barriers that were described by participants. Each one of these basic problem types has already played a major role in shaping the type of interventive methods that have been developed in social welfare (i.e., casework, community organization). When coupled with the other two dimensions, they will be equally important in shaping the functions and objectives described in this document.

In summary, a preliminary conceptual framework of social welfare problems began to emerge from Session I. This has been suplemented and modified by much additional work since that time. As we see it now, a social welfare problem is an *alteration in the status of functioning (movement toward dysfunction) of individuals, groups, or institutions, in one or more domains of living, brought about or made worse by any one of several*

obstacles to optimum functioning. Furthermore, these problems rarely occur in isolation or in just one domain. For example, deficiencies in education generally result in occupational vulnerability. This vulnerability, when it reaches crisis (unemployment), will lead to crises in financial resources and housing. Eventually, the integrity of family life is threatened and this has implications for the physical and mental well-being of the family and ultimately the community.

Patterns such as this constituted an all too familiar scenario as the participants described the problems they dealt with in Session I. Finally, although many participants described problems or crises brought about by unexpected catastrophies, they talked more often about the potential for interrupting this chain of events (or natural history) if the proper pattern of utilization of workers was developed.

Objectives and Functions of Social Welfare

The participants of Session II turned their attention to what must be done to meet the problems and needs outlined in Session I. They began by trying to detail activities of workers in very specific language (i.e., "answers the telephone," "asks who is calling," "asks what is the problem," etc.). This soon proved to be too concrete to be useful, and it was necessary to move to a higher level of abstraction.

Focusing on the taxonomy from Session I, the participants began to speculate on the major points of intervention for the field of social welfare. They talked about:

1. Activities directed toward enhancing self-actualization or community-actualization.--These are essentially activities to *promote positive social functioning*.

2. Activities directed to removing blocks to fulfillment of needs (i.e., obtaining needed resources, or modifying rules, regulations, agency practices, etc.; preparing people to be more adequate in meeting their own needs).--These were essentially activities to *prevent problems from occurring.*

3. Activities directed to helping individuals to resolve their problems (i.e., helping them obtain money or housing, counseling them to different behavior, helping the individual accept his problem and adjust to it).--This is the traditional *treatment role* of social welfare and the traditional function of case work in social work.

4. Activities directed to the support or *maintenance* of people who are not able to resolve their problems or fully adjust to them (i.e., financial support, day services, 24-hour institutional care, supportive counseling, protective services).--While these supportive activities absorb a great proportion of resources and manpower, the symposium participants did not talk much about them. They seemed more concerned about preventive intervention than with maintenance.

A good part of the discussion in Sessions I and II concerned itself with unmet needs in social welfare--especially the needs of the ghetto dweller and the urban poor. Much of the concern was about the estrangement of the poor and the ghetto dwellers from the system of services. This is only partly the result of rigid and bureaucratic agency regulations and practices; it was also seen to be a matter of language and cultural blocks. The participants felt that people in distress need a person who can reach out to them and help them get to the needed service or resource. In some cases they need a person who can help them fight the rules and regulations, or the policies and practices of agencies and individuals, to obtain the services they need. This outreach activity took a variety of forms to attain the same objective.

From these discussions, several characteristics emerged. As this session progressed, participants had a great deal of difficulty making

a clear-cut, inflexible set of linkages between needs, goals and work activity. They began to talk of "roles" and "strategies." They described two reasons for this:

1. For any given problem area, there are usually a number of alternative approaches that might be taken to address the problem;

2. A given activity or task can apparently be linked with a variety or range of outcomes or consequences.

A second major characteristic began to emerge as the discussions proceeded. In addition to the notion of strategy, we begin to recognize the importance of the "objective" in giving meaning to clusters of social welfare activity. We expected this since we had indicated that our second session would, among other things, try to enumerate the major objectives and goals of social welfare work activities. As with the problems, many goals were discussed at a variety of levels of abstraction. Again, our task was to summarize these in a cogent manner.

After the symposium sessions, we gave much thought to developing a summary of social welfare objectives. These are listed and described below. They are based on the participants' discussions of "roles" in Session II, the many inputs we have received from subsequent workshops, and in the inferences that are made possible by the problem framework depicted in Figure 1. We have tried to define these objectives broadly enough so that they will encompass all relevant areas that were discussed and at the same time make them specific enough so that they will suggest the strategies and tasks that would be needed to accomplish them. We have derived nine major objectives to social welfare activity. They are defined as follows:

1. *Detection*--the primary objective is to identify the individuals or groups who are experiencing difficulty (at crisis) or who are in danger of becoming vulnerable (at risk). A further objective is to detect and identify conditions in the environment that are contributing to the problems or are raising the level of risk.

2. *Linkage or connection*--the primary objective is to steer people toward the existing services which can be of benefit to them. Its primary focus is on enabling people (clients/groups) to utilize the system and to negotiate its pathways. A further objective is to link elements of the service system with one another. The essential quality of this objective is the physical hook-up of the client/group with the source of help and the physical connection of elements of the service system with one another.

3. *Advocacy*--the primary objective is to fight for the rights and dignity of people in need of help. The key assumption is that there will be instances where practices, regulations, and general conditions will prevent individuals from receiving services, from using resources, or from obtaining help. This includes the notion of fighting for services on behalf of a single client, and the notion of fighting for changes in laws, regulations, etc. on behalf of a whole class of persons or segment of the society. Therefore, advocacy aims at removing the obstacles or barriers that prevent people from exercising their rights or receiving the benefits and using the resources they need.

4. *Mobilization*--the primary objective is to assemble and energize existing groups, resources, organizations and structures, or to create new groups, organizations or resources and bring them to bear to deal with problems that exist, or to prevent problems from developing. Its principal focus is on available or existing institutions, organizations, and resources within the community.

5. *Instruction - Education*--we are using these in the sense of objectives rather than methods. The primary objectives are to convey and impart information and knowledge and to develop various kinds of skills.

6. *Behavior change and modification*--this is a broad one. Its primary objective is to bring about change in the behavior patterns, habits and perceptions of individuals or groups. The key assumption is that problems may be

alleviated or crises may be prevented by modifying, adding or extinguishing discrete bits of behavior, by increasing insights or by changing the values and perceptions of clients, client groups and organizations.

7. *Information processing*--this is an often ignored objective within social welfare. Its primary focus is the collection, classification, and analysis of data generated within the social welfare environment. Its contents would include data about the client, the community, and the institution.

8. *Administration*--again, we are using the term as an objective rather than a method. The principal focus here is the management of a facility, an organization, a program or a service unit.

9. *Continuing care*--the primary objective is to provide for persons who need ongoing support or care on an extended and continuing basis. The key assumption is that there will be individuals who will require constant surveillance or monitoring or who will need continuing support and services (i.e., financial assistance, 24-hour care) perhaps in an institutional setting or on an outpatient basis.

For us, the nine concepts are the "centers of gravity" of social welfare. They are the primary sets of objectives that came into being by virtue of the problems and needs discussed by the participants. It is significant to note that the principal focus in their definition is on objectives, not methods or tools. They are, to paraphrase Kadushin (1965), "goal-oriented" and not "process-oriented" concepts.

Clustering Work Activity

During the actual symposium sessions, participants were able to deal in only a preliminary fashion with the rationale for grouping or clustering work activities. As we considered the many possible ways in which the work in the social welfare field might be organized into jobs, it became apparent that there is only a limited number of options. Work can be grouped according to:

1. *The target*--here we are referring to the object which is acted upon by the worker. This object will have attributes or properties that can have a direct influence on what is done and who does it. When we speak of such characteristics as types of client needs and problems, lack of resources or skills, size of groups, community problems or deficits, client vulnerabilities and people at risk, we are using "target-oriented" concepts and we are focusing on the properties of the individuals, groups, social structures and policies on which we operate. Finestone's "case unit of differentiation" and Richan's (1961) "client vulnerabiltiy" concept fall into this category.

2. *The objectives*--as we have seen earlier, the objectives of the work--the goals it is seeking to accomplish--will also be an important factor in determining the way in which tasks are grouped together. Since we have already described these objectives, we will not repeat them here.

3. *The worker*--we refer to the individual who carries out the social welfare activity. The worker brings to the work activity a variety of attributes and characteristics which will have a real bearing on the ways in which the work gets done. When we talk about professions, education levels, years of experience, professional standards, skills and abilities, we are using "worker-oriented" concepts and are talking about aspects of the people who carry out the work activity of social welfare.

4. *The work activity*--here we are referring to the work itself--the things that workers do in social welfare. The dimensions and attributes which underlie the activities, determine the relationships between them and influence their clustering will have profound effect on the configurations we design and the assignments we give to workers. When we talk about such concepts as tasks, tasks clusters, work functions and methods, and when we use terms like "difficulty," "complexity," "work sequence," "repetitiveness" and "discretion," we are giving recognition to the fact that there are "work-oriented" variables that must be taken into account. Again, the literature contains examples of these variables being used as organizing concepts. Richan's "degree of task complexity," Finestone's "task unit of differentiation," and Fine's (1955) "levels of worker functions" are examples of "work-oriented" variables.

5. *The work setting*--here we are talking about attributes and characteristics of the work environments in which social welfare activities are carried out. We are referring to factors related to the logistics of the agencies, the organizations, and the institutions within which people are employed. Thus, when we speak of types of supervision, programs, kinds of service units, agency charters and personnel systems, we are giving recognition to the fact that these "setting-oriented" variables have had an impact on the organization of work activity.

It appears that the natural propensity of social welfare agencies and systems is to choose one of the latter three of these options as the major organizing focus for jobs. Yet these are the rationales that may be least sensitive to the needs of the clients they are supposed to serve in meeting the basic objectives of their programs. Rather they are the rationales most sensitive to the "system" and to the status of the professions. While there is no doubt that there will always be a need to establish some jobs on the basis of these three rationales (i.e., workers, work activity and settings), we strongly recommend that they be given low priority in grouping the work of an agency into jobs.

As we consider the primary need of clients or families for a single person whom they can trust to help them through the maze of agencies and specialists and to be their personal agent for all of their needs, we believe that *the primary focus for jobs in social welfare must be on the target person or group*. With any other focus, the poor, the weak, the sick, the disabled and the distressed simply will not find fulfillment of their basic human need for personal concern for the totality of their problem.

This is the basic notion of the *generalist*--the person who plays whatever roles and does whatever activities are necessary for his client at the time the client needs them. His

primary assignment or concern is the client, not specific tasks or techniques.

Because the notion of "objective" is one of the possible rationales that we identified as closely related to the program goals, we recommend that *"objectives" be the second priority of focus for organizing the work of social welfare into jobs.* That is, if the job cannot be focused entirely on clients or families for all of their needs, we should at least keep it focused on filling some combination of objectives or goals that the agency feels are appropriate to its mission. We feel strongly that individual jobs should not be made up from single objectives. This tends too strongly in the direction of specialization and again fragments services to clients. The ideal combination would be the blending of several objectives to provide the most comprehensive service to clients and the most satisfying jobs. In this sense, it closely resembles the notion of the "episode of service" developed by Barker and Briggs (1965).

Levels of Work

This was a far more difficult dimension to deal with than the notions of goals and objectives. Throughout the conferences, participants kept using the term "level" with respect to work activity. We talked about *levels of complexity* of tasks, *levels of difficulty* of problems, *levels of risk* in clients, *levels of skill* in workers, *levels of education and experience* of workers, and *levels of performance standards*. Clearly, we were using the word "level" to mean many things, but these concepts can be categorized into the same grouping variables we talked about earlier: characteristics of the target, the worker, the work task and the setting. Our view is that jobs can be characterized as consisting of tasks that will vary

simultaneously in terms of objectives and levels. For us, *level of work* is a multidimensional concept. Tasks differ, in terms of level, as a function of three important intrinsic characteristics:

1. complexity of the problem being dealt with by worker
2. difficulty of the task (in terms of technical skills and knowledge)
3. risk (in terms of vulnerability of the client) if the work is poorly performed

In the social welfare field, the great majority of jobs that workers have will be those that deal primarily with "people" or "data" dimensions. In the people-oriented (or clinical) jobs, a relatively heuristic system for describing levels has been proposed by Levine (1966). His "levels of intervention" come closest to characterizing what we mean when we use the term "work levels" associated with the objectives that relate primarily to these "people-oriented" functions. Other jobs will center around data-oriented goals and objectives. In these instances, Fine's "levels of worker functions" (associated with "data") lend themselves very nicely to the task of characterizing work of differing levels of complexity. Still other jobs will involve objectives that require work with both data and people. To describe work levels in these instances, an integrative notion combining the Levine and Fine concepts will have to be used.[7]

Given these notions, we would propose that a fruitful characterization of social welfare activity would be a depiction in terms of objectives and

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[7]As of this writing, extensive research in task analysis in the human services area is being carried out. The research is too detailed to describe in this document. However, it seems likely that such integrative task descriptions will be forthcoming in the near future.

levels. This is illustrated in Figure 2. Any given job, existing or proposed, can thus be depicted as consiting of a cluster of tasks. This cluster of tasks may be narrow or broad in terms of both objectives and levels (complexity-difficulty-risk) at which the worker is operating. This variability is what the job descriptions or job specifications must capture. If the cluster is narrow (in terms of objectives), the job becomes that of a specialist; if there is great spread, we are describing the work functions of a generalist.

We have intentionally avoided a detailed listing or illustrations of specific work activities at each level. The inclusion of this kind of detailed material would have resulted in the staff preparing preliminary job descriptions rather than guidelines around which such descriptions should be written. It is the task of each agency to carry out this activity in accordance with its own policies and mandates. We would, in summary, make the following general recommendations:

1. jobs should be oriented around the needs of the client or the target group

2. whenever possible, jobs should be centered on objectives rather than methods

3. job boundaries, for any type of worker, should be made as broad as possible (in terms of objectives and levels), thus providing for a variety of experience and personal growth

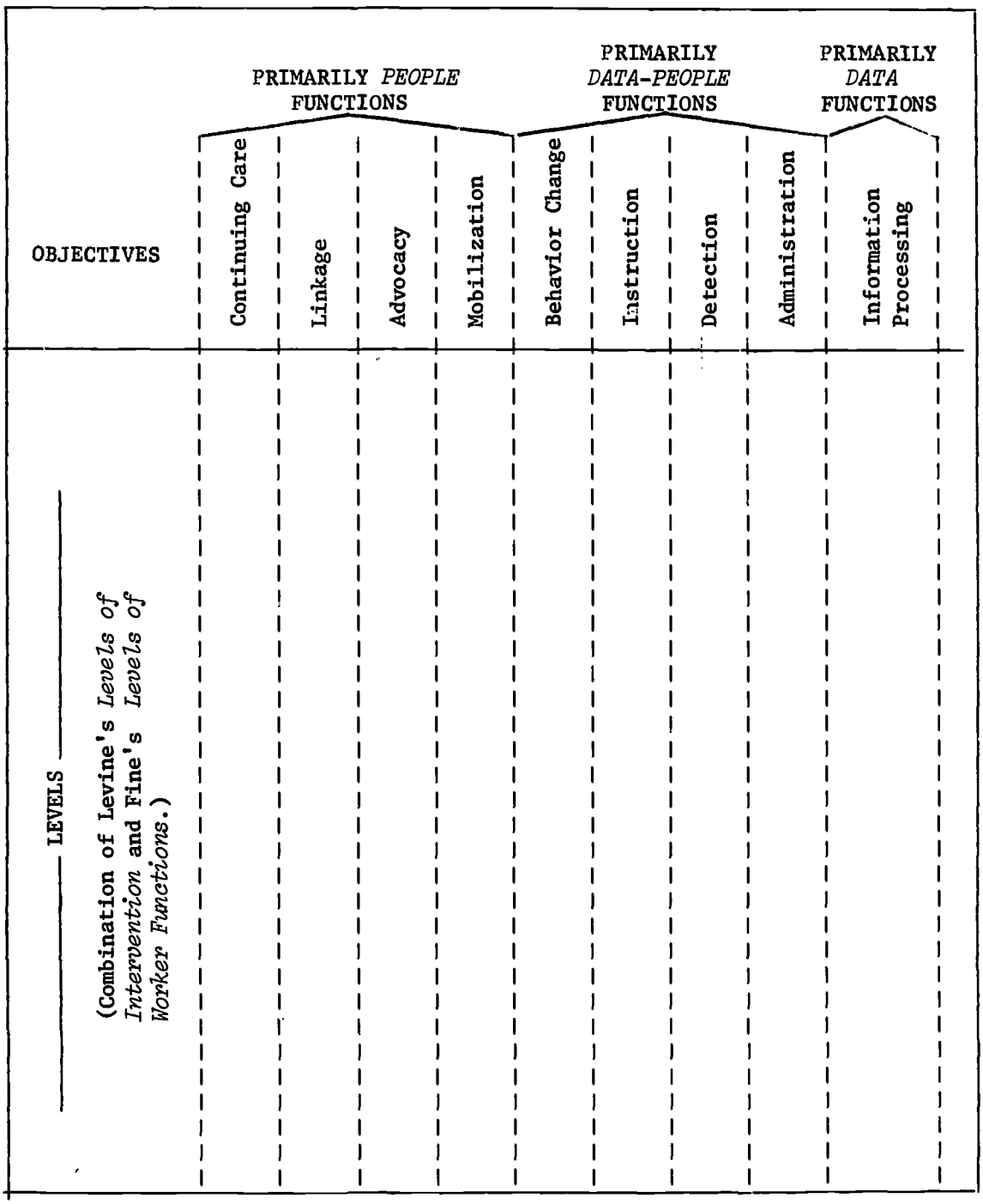
4. skill requirements, rather than educational requirements, should be emphasized

Assignment of Jobs to Specific Workers

The allocation or assignment of work to specific individuals has always been a chore in most employment situations. In social welfare settings, decisions about the differential use of staff are becoming increasingly more

Figure 2

A Social Welfare Task Matrix



difficult to make. For one thing, the scope of work (in terms of objectives and methods of practice) is being broadened. Secondly, the range of talent, education and experience possessed by workers who enter the field is expanding considerably. Historically, there has been a rigid link between academic degrees and work assignments. However, as more and more workers enter the field with less education or with training in other areas, levels of education will become an increasingly poorer criterion to use for making assignments to various levels of work.

As we have seen earlier, our framework depicts work as consisting of clusters of tasks describable in terms of objectives and levels. The level dimension reflects the complexity-difficulty-risk factors in the tasks. Traditionally, we have acted as if the tasks involving more difficulty or risks had to be carried out by people with the highest levels of education. With the increasing shortage of highly trained personnel, there is a need for agencies to develop alternative strategies for work assignments that are separable from worker characteristics (i.e., education, skill) and task characteristics (i.e., risk, difficulty).

Quite often an agency must make assignments on the basis of administrative and logistical variables that are characteristics of the setting in which the work gets done and are extrinsic to the work itself. Some of these extrinsic variables are:

1. *Degree of prescription and discretion*--Any position or job description can be written with varying degrees of procedural structure. This will alter the amount of judgment or discretion the worker is allowed to exercise. Some of the components of discretion are:

    a. choice of technique to be used

    b. level of achievement to be reached (i.e., prognosis, standards)

c. scope of work (remedial work or system change)

d. length of effort (when is work or task to be completed?)

e. scope of resources (what can it cost in terms of time and effort?)

2. *Kind and amount of supervision*--Here we are referring to the availability and accessibility of supervisory help. Also the kind of supervision (consultative versus surveillance) will affect the options for work assignment.

3. *Client characteristics and needs*--Ghetto dwellers may need an indigenous worker while city commissioners may feel they need a full professional.

4. *Standards and expectations of the agency*--This varies from setting to setting. Some agencies and their clientele expect to allow only full professionals to do the work. Others are concerned with an adequate level of performance regardless of worker credentials.

5. *Demand in relation to resources*--Many agencies can regulate the number and kinds of clients they will serve; thus, these sites can adhere to arbitrary levels of manpower. Other agencies, particularly in the public sector, must meet all demands and thus must assign functions to whatever workers seem able to do them.

Obviously there is a variety of variables that can affect the assignment of work tasks to different workers. Agencies can and should look more closely at these so that they can systematically vary their work configurations (in terms of objectives and levels) and work assignments to conform more realistically to the constraints under which they have to operate.

PART II

RECOMMENDATIONS AND IMPLICATIONS

INTRODUCTION

The major purpose of the Social Welfare Manpower Symposium was to develop a fresh theoretical conceptualization of the work of the field of social welfare. In Part I Dr. Robert Teare has presented such a theoretical framework as it evolved from the seminar sessions of the symposium and from many subsequent discussions.

The staff of SREB felt that it was then desirable to prepare a section of this publication on the possible practical applications and implications of this theoretical framework for agency practice and for curriculum development in colleges and other training programs. The staff assumes full responsibility for these recommendations, for they go beyond the symposium and sometimes beyond Dr. Teare's theory.

When we move from theory to application, it may be necessary to make some changes or distinctions that were not so sharp in the theory or data. And so it is with this Part II. The reader must also remember that these ideas were derived out of a think-tank approach and have not been systematically field tested. While we have many accounts of small groups of workers functioning according to these patterns, the overall notions have not yet been validated in a full system.

We also caution the reader that what is presented here is by no means final or rigidly set. The levels, the roles, the examples are illustrative only. They should not be mindlessly applied as they appear here by any agency in setting up new positions, job descriptions, etc. Each agency must thoughtfully consider how it wishes to apply these notions to its own program.

Harold L. McPheeters

CHAPTER 3

RECOMMENDATIONS

As we move from a theoretical framework describing the work of the field of social welfare to the practical applications of the framework for agencies, we must be more concerned with the workers and how they will function and relate to each other and to their clients and less concerned with the work itself. It is analogous to describing the functions of a musician rather than the concepts of music theory.

Dr. Teare has pointed out that there are five possible foci according to which work activities may be grouped into jobs:

1. *The target*--(the client, family or neighborhood) in which instance the job becomes that of helping clients meet all of their needs.

2. *The objectives*--(i.e., behavior change, advocacy, dection) in which case the worker does only those activities that lead to accomplishing the assigned objectives.

3. *The tasks or activities*--(i.e., typing, eligibility determination) in which case the worker does only these activities.

4. *The worker characteristics*--especially professional or educational characteristics in which case the worker does only those functions assumed by his profession or specialty (i.e., social work aide).

5. *The logistics of the work setting*--in which case miscellaneous activities and functions are assigned to a worker because the agency feels that they can conveniently be done by one person at that time and place (i.e., the random duties of a night supervisor).

As Dr. Teare has described too often social welfare agencies have used one of the latter three foci, but these are the foci most sensitive to the bureaucratic needs of the agencies or of the professions and least

sensitive to the needs of clients. Part I recommends that the highest priority of focus of jobs in the human services be the target person or persons.

The Generalist

In the course of the symposium we repeatedly heard that the client in distress or need is already at the mercy of too many specialists and agencies. Especially in complex urban areas the client and his family are shunted from specialist to specialist and agency to agency, each with its different policies, procedures and eligibility limits. The client--usually a person in distress and with limited abilities--finds himself confused by the maze, intimidated by the specialists' jargon and manner and rebuffed by the system's rules and regulations. What poor people and people in distress need is not more specialists, or even worse, a proliferation of subspecialists, but a single person whom they can trust and through whom they can relate to all of the specialists and agencies.

The client needs a person like himself who talks his language, understands his culture and can be his agent to help him meet his needs. Social scientists have long told us that the poor, the immigrant, the aged, the ill have dealt with official society on a highly personal basis. They consulted the neighborhood grocer, the precinct captain, a neighbor or friend with some special talent in dealing with officialdom. Today this person-to-person need is as great as ever, but our social structure has become more complex and impersonal so that people feel more frustrated and isolated than before.

Thus the recommendation that the *highest priority for focusing the activities of social welfare workers be the target person or group* will provide a personal agent to meet this basic human need. In social welfare we have models of this concept in probabation and parole workers. Whenever possible this kind of generalist, client-oriented focus should be built into worker jobs and assignments.

Roles

We recognize that in many agencies or institutions it may not be possible to assign workers to single clients to meet all of their needs. This may be because of distance or because of limits to a scope of the agency's responsibility. In this case the recommendation is made that the *second level of priority of focus be objectives.*

In the symposium the participants quickly learned that describing the work of the human services in terms of specific tasks and activities was of less use than it is in describing industrial jobs. In industrial jobs the task is the important variable--once done, the task has no further meaning and it matters little whether the task is done with tenderness and concern or in rage and disdain, so long as it is done.

On the other hand, in the human services, the same task may be carried out for several different objectives and it *does* matter in what spirit it is done. An example given was the simple task of "sweeping the floor" which might be done:

1. to clean the floor
2. to teach someone else to clean the floor
3. to establish a housekeeping role model
4. to establish rapport with a client

Thus our participants began to speak of "roles" by which they meant a cluster of alternative activities that are performed toward a common objective. This is not the dictionary definition of "role," but it was a useful concept for the participants. The roles identified in the symposium are generally the worker-related terms that correspond to the objectives of Part I. Thus:

Objective	*Role*
Linkage	Broker
Advocacy	Advocate
Instruction	Teacher

The following roles were finally identified by the participants. Obviously these might be further expanded into a greater number of roles, or they might be condensed into fewer.

1. *Outreach Worker*--implies an active reaching out into the community to detect people with problems and help them to find help, and to follow up to assure that they continue toward as full as possible a fulfillment of their needs.

2. *Broker*--involves helping a person or family get to the needed services. It includes assessing the situation, knowing the alternative resources, preparing and counseling the person, contacting the appropriate service and assuring that the client gets to it and is served.

3. *Advocate*--this has two major aspects:

    a. pleading and fighting for services for a single client whom the service system would otherwise reject (regulations, policies, practices, etc.)

    b. pleading or fighting for changes in laws, rules, regulations, policies, practices, etc., for *all* clients who would otherwise be rejected

4. *Evaluation*--involves gathering information, assessing client or community problems, weighing alternatives and priorities and making decisions for action.

5. *Teacher*--includes a range of teaching from simple teaching (i.e., how to dress, how to plan a meal) to teaching courses in budget or home management, to teaching in staff development programs; teaching aims to increase peoples' knowledge and skills.

6. *Behavior Changer*--includes a range of activities directed to changing peoples' behavior rather precisely. Among them are simple coaching, counseling, behavior modification and psychotherapy.

7. *Mobilizer*--involves working to develop new facilities, resources and programs or to make them available to persons who are not being served.

8. *Consultant*--involves working with other persons or agencies to help them increase their skills and to help them in solving their clients' social welfare problems.

9. *Community Planner*--involves participating and assisting in planning of neighborhood groups, agencies, community agents or governments in the development of community programs to assure that the human service needs of the community are represented and met to the greatest extent feasible.

10. *Care Giver*--(This was not well defined in the symposium) --involves giving supportive services to people who are not able to fully resolve their problems and meet their own needs, such as supportive counseling, fiscal support, protective services, day care, 24-hour care.

11. *Data Manager*--includes all kinds of data gathering, tabulating, analysis, and synthesis for making decisions and taking action. It ranges from simple case data gathering, through preparing statistical reports of program activities to evaluation and sophisticated research.

12. *Administrator*--includes all of the activities directed toward planning and carrying out a program such as planning, personnel, budgeting and fiscal operation, supervising, directing and controlling.

It must be made clear that these roles are only the components of jobs. Jobs for individual workers will be some blend of these roles. Very seldom should a job be made up of a single role. This is tending too much in the direction of specialization.

The rationale for grouping roles into single jobs will depend to some degree on client needs and to some degree on agency goals. Thus an agency concerned with services to individual clients would group functional roles (Broker, Advocate, Teacher, Behavior Changer) having to do with individuals, while an agency that serves neighborhood or communities would more likely group the roles having to do with communities (Mobilizer, Community Planner, Administrator, Data Manager) into single jobs.

The charts on the following pages illustrate some possible role combinations for single jobs.

Levels

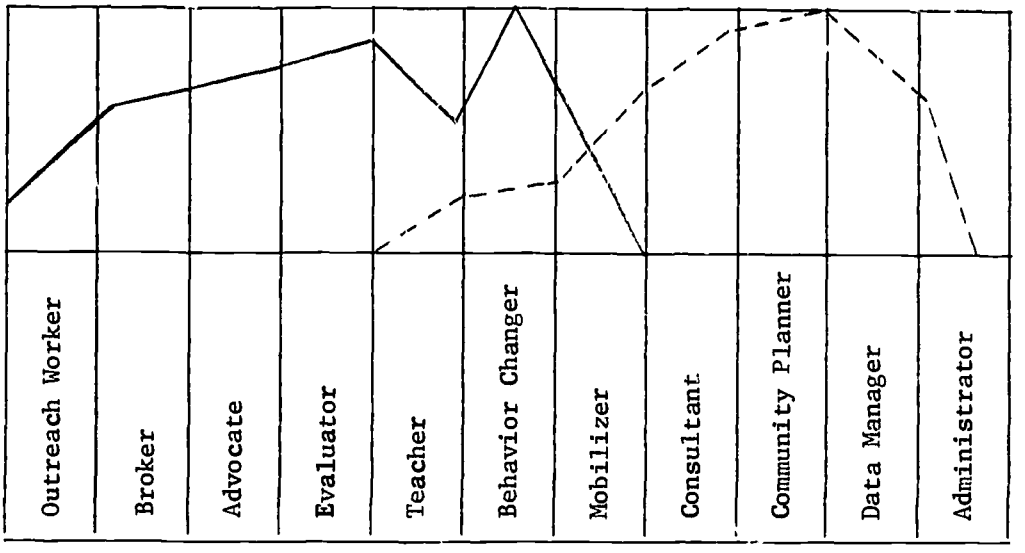
Turning to levels of workers, the staff found the symposium session less helpful than in defining roles. The staff was concerned with finding guidelines for assigning work to four major levels of workers.

We chose four levels because most of society seems to be talking of four levels of workers in these past few years. Some agencies will accept only two or three levels; others may want to subdivide them even further. Surely personnel men will want to consider several steps and grades within each level.

The levels we identified have been given numbers I, II, III and IV. We have also given some generic titles that we have heard used for each of these levels. We are extremely reluctant to define levels in terms of education since *the tendency to classify jobs by educational degrees is one of the major obstacles to developing new workers today.* However, we must have some indication of how these levels of work relate to the education system--at least for workers coming into the employment system from school. We hope

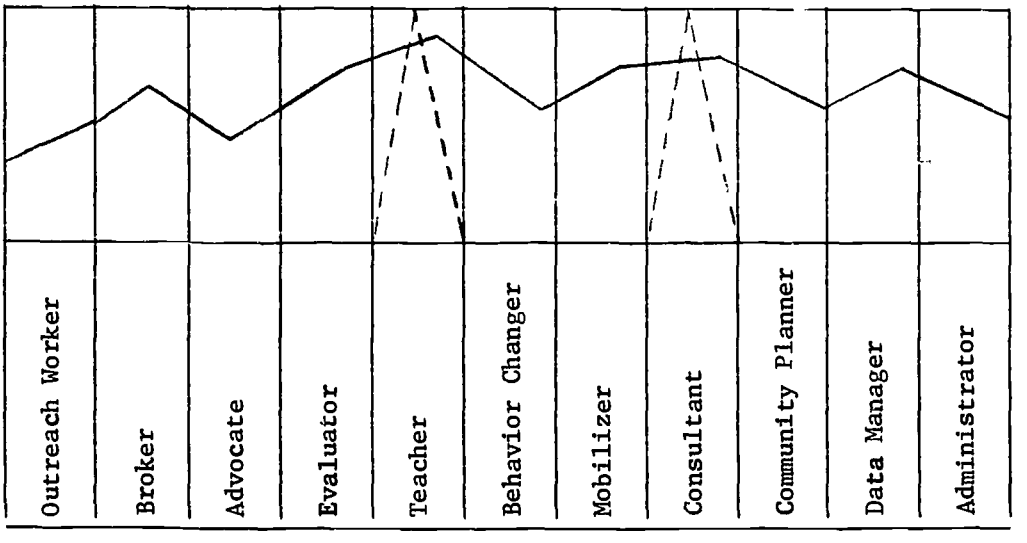
Figure 3

Possible Clustering of Roles for Specific Jobs



——— Role cluster of a client-oriented worker

- - - Role cluster of a community-oriented worker



——— Role cluster of a generalist in a small community agency

- - - - Role cluster of a specialist. This is not considered a desirable pattern.

these educational ties will be seen as "floors" for new persons entering the work system and not as "ceilings" beyond which a person cannot go without further education. While we anticipate that most persons will obtain further education as they move from Level I to Level IV, we hope that the essential criteria will be work performance--not education--and that *some* persons could move to Level IV without going back to school.

The levels we identified are:

> *LEVEL I--Entry, Aide, New Careerist.* This is a level of work that may be entered with no formal education beyond a short period of in-service education. It is open to persons with a high school education or less.
>
> *LEVEL II--Technical, Assistant, Apprentice.* This is a level of work that should be expected of a person with one or two years of formal education in this field of work. The one- and two-year programs in vocational schools and communtiy junior colleges are designed to fill this level.
>
> *LEVEL III--Technological, Associate, Journeyman.* This is the level of work that might be expected of a person with a baccalaureate degree in the field.
>
> *LEVEL IV--Professional, Specialist, Master.* Programs granting master's and doctoral degrees generally prepare for this level of work.

In some specialty fields the educational correlates of these levels are varied in one direction or another.

As we developed the criteria for assigning the work within any particular role to the four levels of work, we considered the insights of Functional Job Analysis developed by Dr. Sidney Fine of the W. E. Upjohn Institute for Employment Research. Functional Job Analysis grades the complexity of the work required with *things*, *data* and *people*. While most of the work done in job analysis by Functional Job Analysis has been in the industrial area where the work is primarily concerned with *things* and *data*, there are many useful guidelines for the human service fields where

much of the work is with *people*. However, we have not uniformly applied the ideas of Functional Job Analysis, and many of our examples do not "scan" according to Functional Job Analysis.

In Part I Dr. Teare described the factors intrinsic to the clients or to the work that would determine whether to assign a kind of work to a lower or higher level of worker. We have viewed the application of these factors in this way:

1. *Complexity of the problem*--We have assumed that working with a single person is generally simpler than dealing with groups, that working with neighborhoods is less complex than working with cities or states, that working with single problem families is less complex than working with multi-problem families. The more complex problems are more appropriate to higher levels.

2. *Risks of doing a bad job*--Some situations involve considerable risk (suicide, serious disability, etc.) if done poorly. Others involve only minor inconvenience or nuisance if done poorly. Higher risk problems call for higher levels of workers.

3. *Parameters within which the work must be carried out (difficulty)*--Tasks which have very narrow parameters within which the work to be carried out requires high levels of knowledge or skill are assigned to higher levels of workers.

As Dr. Teare pointed out, there are also extrinsic factors that are determined by agency policies or resources rather than by the nature of the clients or the work. Each agency will have to decide these for its own situation:

1. *Degree of prescription in the job*--If the procedures and activities are spelled out ahead of time so that there is little independence of judgement or action, the work may be assigned to a lower level worker.

2. *Availability of supervision or consultation*--When consultation or supervision is readily available, the work may more often be carried by a lower level worker than when help is only remotely available.

3. *Policy of the agency regarding various levels of workers*--Some agencies, especially voluntary or private agencies, have policies that only fully qualified professionals will be employed. In this case, all levels of work are carried out by professional level people.

4. *Supply and demand*--Some agencies, especially public agencies with responsibility for meeting the service needs of all of the public, must use all possible levels of workers to offer some significant level of services to as many people as possible rather than excellent services for only a few persons.

5. *Agency logistics*--At some times and in some locations it is necessary to assign all levels of work to a single job as a matter of logistics (i.e., on night shifts, in romote institutions, and in crises).

It must be made clear that workers at higher levels should be able to perform all of the kinds of work of the lower levels. As a matter of fact, virtually every job at Level IV involves some work from Levels I, II and III. This is desirable to give some variety and change of pace to the job. Furthermore, it is quite possible to cluster activities from different levels into the same job. This will require the worker to have special talent or training for the higher level work in the roles in which he is expected to perform at higher levels.

Thus, when we put together the concepts of roles and levels we have the kind of diagram shown in Figure 4. A great amount of flexibility must be used in applying these notions--there should be nothing restrictive or absolute in fitting them to actual jobs. Judgement must be used in every case.

We recommend that in applying these notions, agency leaders proceed on the *doctrine of the probable* rather than on the *doctrine of the possible*, which is too frequently invoked by bureaucrats and professionals. A worker should be expected to perform at any particular level if it is

Figure 4

Possible Work Activities For

Various Roles and Levels of Workers in Social Welfare

(These are not individual jobs)

ROLES → / LEVELS	Outreach	Broker	Advocate	Evaluator	Teacher	Behavior Changer	Mobilizer	Consultant	Community Planner	Care Giver	Data Manager	Administrator
LEVEL I Entry Aide New Careerist												
LEVEL II Apprentice Technical assistant												
LEVEL III Journeyman Technological Associate												
LEVEL IV Master Professional Specialist												

probable that he can handle that level of work, rather than being restricted to a lower level because it is *possible* that he will do it poorly.

The following pages offer a tentative scheme for assigning samples of work activities for each level of worker within each of the roles. Again we want to stress that we are not indicating individual jobs in each "box." Any individual job will be made up of some blend of activities from several roles and perhaps of activities from more than one level:

Outreach Worker (Detection, Referral, Follow-up)

LEVEL I:

Do outreach visits, calls, etc., to homes, families, neighborhoods to detect people with problems, help them to understand the problem, and to motivate them to seek help. Let people know where help is available.

Assess and decide how to best handle problem.

Do outreach to follow up clients and assure that they are progressing with their rehabilitation in the community.

Make self available - not just *be* available.

Work with families at home or in offices to help implement services, interpret laws, policies, regulations.

Interview and gather information.

LEVEL II:

Reach out to small groups (neighborhood groups) for detection of problems and understanding.

Reach out to organize and follow up groups (alcoholics, ex-patients, offenders).

Reach out to work with prisoners, the physically disabled and others who cannot come to the agency for services.

LEVEL III: Reach out to community groups and agencies (orphanages, churches) to help them appreciate and manage psychosocial problems.

LEVEL IV: Reach out to major agencies, industries, etc., to help them identify, analyze and solve social welfare problems (i.e., alcoholism, absenteeism, poverty, racism).

. . .

Broker

LEVEL I: Expedite getting services for clients (fill out forms, get medications, provide and arrange transportation).

Make referrals.

Give support to clients and families.

Gather and give information to clients and agencies (mental health agencies, public welfare agencies, Travelers Aid, YMCA).

Coordinate services on behalf of a client or small group of clients (i.e., 8-10 mentally retarded or juvenile offenders).

Listen to crisis calls, emergency calls--coach and give information.

Provide feeling of concern, trust, confidence to clients and families.

Help clients to solve daily living problems--make appointments, alert agencies to the referral, find housing, etc.

Help families and small groups know how to go about getting services.

LEVEL II: Be liaison worker between specialist and Level I.

Arrange and negotiate for services for small groups of clients with local agencies (AA, Al. Anon., etc.).

Help solve more difficult social problems for clients - find jobs, get financial assistance, serve as fiscal agent.

Assist with legal restorations and actions.

LEVEL III: Be a liaison worker between own agency and other local agencies (welfare department, vocational rehabilitation agency, hospital).

Expedite changes in local rules, regulations, etc.

Help solve multiproblem families' social problems (jobs, housing, money).

LEVEL IV: Organize a community in behalf of the poor or disabled (i.e., lead the development of a sheltered workshop to serve all disabilities).

Provide major agency liaison for expanding services to clients (i.e., arranging for the vocational rehabilitation agency to serve alcoholics or offenders).

Advocate

LEVEL I: Plead for special service on behalf of a client or family.

Fight for services that are denied a client or family by agency practices or policies.

LEVEL II: Fight for exceptions to rules and regulations when indicated.

Participate in organization of neighborhood community action or welfare rights groups.

LEVEL III: Take lead in organizing welfare rights groups, protest movements, etc.

Work to change regulations and rules, policies or practices that are unjust to clients.

LEVEL IV: Work to change laws and regualtions regarding practices that are unjust to groups of society.

Organize community or statewide action groups for social and legal change.

Evaluator

LEVEL I: Attend to clues, observe and report.

Evaluate client problem enough to make referral or make simple adjustment.

Access attitudes of families and clients.

LEVEL II: Evaluate problems of clients, families and groups.

Do intake evaluation and make "routine" decisions.

Do screening tests.

Do emergency evaluations (jails, schools, etc.).

LEVEL III: Do evaluation of more complex client and group problems (multiproblem families).

Make social, vocational, diagnoses and plans for groups and programs (i.e., halfway house, unit of juvenile program).

Do screening tests and some interpretation.

Do evaluation of local community and neighborhood problems.

LEVEL IV: Do evaluation and diagnosis of difficult or complex cases.

Do evaluation and diagnosis of specialized problems (medical tests, psychological testing, special studies, etc.).

Set t.. ·tment plan for difficult cases and groups.

Do evaluation of city, state, or agency problems.

Teacher

LEVEL I: Coach regarding behavior.

Give simple instructions (i.e., daily living skills).

Give information and advice regarding agencies, services, programs.

Provide role model for client for social living skills.

LEVEL II: Educate small client groups in daily living skills, vocational attitudes, orientation programs, etc.

Show and tell new patterns of behavior.

Counsel and coach with individuals or small groups.

Provide role model for clients and groups.

LEVEL III: Teach or instruct clients or groups of persons.

Teach staff (own and other agencies) (in-service training, staff development).

Do general public information (talks, films).

Prepare teaching materials.

LEVEL IV: Teach formal training and education programs.

Supervise staff development.

Conduct public information programs.

Direct the preparation of teaching materials.

Behavior Changer

LEVEL I: Coach clients to specific behavior.

Apply interpersonal skills.

Conduct programs prescribed or planned by others (i.e., behavior modification).

Interpret programs to clients and families and gain their acceptance.

Be empathic listerner, reassure client, support client.

Provide experience of joy (camping programs, recreation programs, boys clubs).

LEVEL II: Counsel--coach individuals or groups.

Serve as role model for clients for behavior.

Liaison between Level I and specialists in techniques (behavior modification, group work).

Lead unit activity.

Help with rehabilitation programs.

Set limits and deal with behavioral reactions (prisons, hospitals, etc.).

LEVEL III: Counsel with unstable individuals and groups.

Do case work--ordinary situations.

Lead groups.

Monitor clients' work assignments.

Local community planner and organizer.

Do role playing and psychodrama.

Carry out behavior modification.

LEVEL IV: Do Psychotherapy.

Prescribe and design behavior modification programs.

Do case work with difficult or complex cases.

Do group work with complex or problem groups.

Do community lobbying and organizing--cities, states, etc.

Mobilizer

LEVEL I: Promote neighborhood programs and resources for clients (i.e., encourage school to make playground available).

LEVEL II: Organize local programs with guidance (neighborhood groups, etc.).

Promote and assist development of new programs and resources in local area (i.e., AA groups, evening hours for after care services).

Arrange for local agencies to serve the retarded, juvenile offenders, ex-hospital clients, etc.).

LEVEL III: Organize local community for development of programs and resources.

Establish and promote social rehabilitation programs, halfway house, etc.

Promote agency program (public information and support).

Conduct workshops on behalf of programs and services.

Expedite changes in local rules and regulations.

Work with industry to create jobs for the mentally ill and retarded and offenders or the poor.

LEVEL IV: Organize community--city or state.

Organize and promote major programs and resources in the city, state, county, etc. (publicity, fund campaigns, develop support).

Promote changes in laws, rules and regulations (state, city, etc.).

Consultant

LEVEL I: Work with neighborhood workers and local care takers (clergymen, public health nurses, welfare workers, etc.) regarding problems of clients.

LEVEL II: Work with local agencies and workers (neighborhood centers, health clinics, etc.) regarding client and agency problems.

LEVEL III: Work with major community agencies (welfare departments, courts, health departments, industry, medical society, hospital authorities, etc.) regarding problem clients and situations.

Conduct agency workshops, seminars, etc., regarding social welfare problems.

LEVEL IV: Work with major state, city and voluntary agencies and units regarding problems of the agencies' clients, staff or operations.

Community Planner

LEVEL I: Be a neighborhood worker.

Observe and report needs of neighborhood.

Participate in planning.

Organize in conjunction with others in neighborhood.

LEVEL II: Participate in organizing small programs (i.e., recreation program for retarded, halfway house).

Serve as liaison between social agencies and other agencies.

Organize neighborhood.

Work with local workers (police, public health nurses, clergymen) to include social welfare information in local plans.

LEVEL III: Participate in local planning - serves on boards and committees of recreation, aging, rehabilitation programs.

Consult with local agencies and programs (courts, schools, etc.).

Organize local communities - community action program executive.

Help community understand social welfare needs.

LEVEL IV: Participate in planning major state, city, county programs to include social welfare insights in planning.

Consult with other major agencies and staff in program development.

Organize major communities.

Serve on Boards of Urban Renewal agencies, model cities programs, juvenile delinquency boards, etc.

Care Giver

LEVEL I: Be a homemaker.

Be a parent surrogate.

Be a care giver (feeding, clothing, support, recreation, etc.) for clients or small groups (mentally retarded, etc.) 24 hour or day care.

Help get money, housing, etc.

Give social and psychological support (approval, coaching, etc.) to clients.

LEVEL II: Be a parent surrogate for groups (cottage, ward).

Help clients with money matters, housing, physical care, etc. (Determine eligibility, serve on fiscal committee, etc.).

Give social and emotional support to more complex problems.

LEVEL III: Provide program leadership to care for larger groups and programs (i.e., nursing homes, day care programs, terminal sheltered workshops).

LEVEL IV: Provide specialized skills and services (i.e., medical services, supportive psychoterapy [physicians]).

Data Manager

LEVEL I: Interview and gather data, keep records.

Listen and record personal history, family data, etc.

Give information.

LEVEL II: Gather data - interview and record.

Do investigations for courts, judges, agencies, etc.

Tabulate and analyze data of a rather routine sort.

Write reports.

LEVEL III: Gather data, analyze, synthesize.

Evaluate programs.

Plan programs (intermediate programs).

LEVEL IV: Do research (design studies, methodologies, etc.).

Analyze and evaluate programs.

Plan programs (major communities, agencies, state level, etc.).

Administrator

LEVEL I: Administer daily living services for a small group of clients (i.e., 8-10 youngsters).

Plan for meals, personal care services, getting clients to services, etc., for a small group of clients.

LEVEL II: Administer small units (wards, cottages, etc., cottage parent, halfway house supervisor).

Supervise Level I workers.

LEVEL III: Administer intermediate programs (geriatric service, sheltered workshop).

Plan and organize intermediate programs.

Supervise Level I and II workers.

Provide liaison with other community agencies and departments, units, etc.

LEVEL IV: Administer major programs (state, city, county, personnel, budget, facilities).

Plan and organize major programs.

Supervise staff, unit heads, etc.

Provide liaison with other major agencies (legislatures, mayors, governors, councils, commissions, etc.).

CHAPTER 4

IMPLICATIONS

The addition of new levels of workers to any organization is always difficult and complicated. It makes ripples that affect many parts of the system--existing workers, personnel, financing, tables of organization, etc. In the field of social welfare we must also consider the effects on the professions, on the professional schools, and on the organizations themselves. We must consider the total manpower system, not just single organizations.

We must also be aware that introducing the notion of the generalist worker at the entry levels rather than as an assistant to a specialist will be especially upsetting, particularly to institutions such as mental hospitals that have been organized according to professional specialties.

In addition there will be special problems in introducing new workers into the field of social welfare, since the basic goals and objectives of the field, which have never been well defined, seem to be in substantial transition. We seem to be moving from notions of public assistance to the guaranteed annual income; from notions of punishment to rehabilitation in corrections; from notions of crisis intervention to social system intervention; from treatment to prevention, etc. Until these basic goals of social welfare are better defined, we can expect many persons in our agencies to want to stay with traditional personnel patterns. At the same time, the agencies that can redefine their goals most clearly may find that the change-over period offers a special opportunity to redefine worker roles to introduce new levels of workers.

For Clients, Families and Communities

For clients, families and communities, the generalist will provide that much needed personal agent to reach out to them, to help them know what services are needed and available, and to help them actually get the service. Entry level workers (Level I and II) are more likely to be people from the client's own culture and community--black, poor, young--so that there will be an early rapport and trust that is seldom possible between the full professional and the client. The poor, the sick, the disabled, the disadvantaged, all need this kind of relationship and should find real gratification in the generalist notion. In order for this to work, however, lower level workers must be perceived as "aides to the clients" rather than as "aides to the staff." This perception will have to be made clear to both the staff of the agency and the clients. If the role of advocacy is also added to the worker's responsibilities, the clients will have a real advantage.

For the Workers

The workers themselves should gain a high level of satisfaction from the notion of the generalist who plays a variety of roles. We know that jobs with narrowly limited activities become boring. Everyone needs variety. The generalist will require considerable independence of judgment and action for all workers, although always under the general direction of a fully qualified professional at some level in the system.

Most people find great satisfaction in being able to exercise responsibility rather than working under the direct, close supervision of someone else who tells them exactly what to do. This also gives a much higher level of commitment to the new worker.

Since the basic responsibility will be to clients rather than to a profession or to tasks, the worker will always have something to do. There will be no times when he has "nothing to do" because his tasks are all completed or because no one has told him what to do next. This will also strengthen his commitment.

Practice patterns of the higher level workers will have to be [reconceptualized] from the traditional one-to-one practitioner patterns, which they learned in professional school, to their new roles of planner, teacher, supervisor, administrator, etc. However, this is actually the way most professionals function today. Very few professional workers do purely clinical work with clients two years or more after graduation. Most move into supervision or administration. We suggest that they should be better prepared for these roles and accept them as the proper roles of professionals. Then they will find satisfaction in doing the new kinds of work and will not feel frustrated when new levels of workers assume the direct client work. They will feel that they have a stake in helping the new worker succeed rather than feeling that he is taking over their work.

For Agencies

Perhaps the implications of introducing and using new levels of workers are greatest for the agencies in which they will work. This is especially true if the new workers are to fulfill new and different kinds of roles from those that have been played by existing staff persons.

The agency must first decide what its goals and objectives are much more clearly than most agencies have done so far. Actually every agency or institution should continuously reassess and redefine its objectives as part

of its basic program. However, this has not been done in most social welfare agencies. It is a time-consuming procedure and it is much more difficult to get a clear understanding and consensus on goals in the human services than it is in the world of business and industry where the objectives are more clearly defined in dollars and products. In addition, most social welfare agencies have not been under the competitive pressures of business to sharpen up their objectives and program operations. Introducing new workers will require careful rethinking of goals.

Is it really the goal of the agency to reach out to clients? Most agencies have waited for clients to come to them and often have had strict eligibility requirements to restrict their intake. Is it the goal of the agency to provide advocates for clients? This matter of advocacy must be considered carefully since it not only refers to advocacy against other agencies (i.e., a welfare worker being an advocate for a client needing health services) but also advocacy against one's own agency. Can agencies tolerate this kind of objective for their workers? There is no doubt that clients need advocates, but it is not so clear that many agencies see it as part of the agency's objectives to meet this need.

The same kinds of decisions regarding other objectives will also have to be made by each agency. However, there still remain many decisions regarding the relative priorities of the agency's efforts that will be given to each of the objectives. Then decisions will have to be made about which levels of workers the agency wants to use, a new table of organization will have to be prepared, job descriptions will have to be written, existing staff persons will have to be reoriented to their new roles and given understanding of the roles of the new workers, and budgets will have to be revised,

new salary schedules designed, etc. All of this involves a lot of work and change. Many agencies will not wish to go through the effort. But unless this change is carefully planned and carried out, the established system will most likely reject the new workers just as a human body will reject a badly needed organ transplant unless there is very careful planning and attention to the whole system's functioning, both before and after the transplant.

Changes will be easiest to introduce in smaller agencies and in newer agencies in which there is less tradition and "establishment." It will also be easiest in agencies that have a strong commitment to change. In any agency it will need the full support and commitment of top leadership not just the agency head, but all of the higher echelons of management.

These changes will also probably be easier to bring about in agencies that are already structured according to the generalist concept (i.e., probation and parole) rather than those organized according to professions or administrative departments (i.e., prisons or mental hospitals). And they will be easier in agencies that are organized according to relatively democratic principles rather than authoritarian concepts in which the warden or the medical superintendent has almost absolute control.

For Personnel Operations

Personnel and Merit System officers will have a great many decisions to make regarding new workers. What will the job descriptions be? How will they relate to the established workers? What will the requirements be? What will the salary schedules be?

If we develop a new generalist "human services workers," how will this job relate to social workers, rehabilitation counselors, etc.? How high in the organization will the series go? Will a person be able to go all the way up the career ladder to the top of the organization, or will he at some point have to quit work and enroll in a professional school in order to advance beyond a certain level?

Personnel officers are likely to be pleased with the generalist notion because it offers more options in employing people. But at the same time, it requires greater attention to performance evaluation, both at the point of employment and for promotion, since we will no longer be evaluating workers on the bases of educational degrees and years of experience. Can we decide what the criteria for evaluation of performance should be? The matter of performance evaluation will be especially critical during the early phases of a person's employment.

Many new workers will come from the ghettoes and the neighborhoods where the clients who need their services live. They will initially be employed because they are indigenous to the area rather than because of any particular training. Thus the probationary period will become critical to assure that they are indeed performing adequately as a result of in-service training and supervision. This kind of screening--after employment based on performance rather than screening before employment based on credentials and tests--will be a changed emphasis for personnel people. We should have been evaluating worker performance in past years, but actually most of our evaluation has been of credentials and years of experience. Now this must change as we move to more generalized workers and a career ladder concept,

unless we wish the new levels of work to have isolated jobs that are not part of a career system.

Personnel people will also have to consider some newer criteria for assigning higher levels of classification beside the customary "number of persons supervised," which may be appropriate for the industrial model, but is not very satisfactory for the human services.

The primary responsibility for recommending new job descriptions, classifications, etc., lies with the agencies. Personnel and Merit System people should serve mainly to process these recommdenations into an overall system to assist the agency. However, personnel people should also be involved early in any process that has such major implications as the proposed revamping of the manpower utilization system. In this way they will have understanding of the basic plan, and also they will be able to encourage agency administrators to carry out their part in the redesigning of work without having the common feeling that "the Merit System will not let us" do this.

Special problems will be posed for personnel people in recruitment and selection of new workers. What criteria will be essential at what levels if there are no rigid educational or experience requirements? Can we select workers mainly because they are people the clients can relate to and trust (i.e., young, black, ghetto dwellers)? What else will they need in abilities and interpersonal skills? Perhaps the test for interpersonal skills (genuineness, accurate empathy and non-possessive warmth) of Truax and Carkhuff could be useful here.

For the Professions

We can expect the introduction of new levels of workers to be initially threatening to the professions. Many persons in the professions will argue that new levels of workers threaten the integrity of the profession and lower the standards of client services. These arguments are based on the traditional professional notions of a one-to-one contractural relationship, which in fact, is not the role that most professionals play today in large public agencies. This traditional approach cannot possibly expect to meet the needs of the masses of people in society. We cannot continue to think only of excellence for a few, but must be concerned with competence for the many.

Many of the professions have already given attention to the development of some new levels of workers, but most of these efforts have used the job factoring approach and have viewed the new workers as aides or assistants to the professionals, rather than really reconceptualizing their roles. Most of the professions that have made efforts to use new workers have not thought in terms of a full range of workers extending from "entry level" (lower level performance) to the full professional.

Much more work needs to be done in definition of these levels of workers within the various professions. However, we can expect a new kind of generalist worker to be even more of a challenge to the established professions, especially if he is seen as taking over some of the prerogatives of the profession.

The answer seems to lie in helping the professionals to redefine their roles, from individual client worker to supervisor, planner, consultant, teacher, evaluator, researcher, administrator, etc. Their goal then becomes one of helping the new workers to succeed in their one-to-one work with clients and supervision.

These new concepts need to be presented and discussed in professional journals and at professional society meetings. Some leaders in the professions can be expected to give assistance to these activities.

Each professional association will also have to decide what kind of posture it wants to assume in relation to membership or affiliation of the new levels of workers. If licensure or certification is a concern of any professional group, it will also have to decide what its position will be regarding licensure or certification for the new workers. For the most part, we do not feel that the work of persons in this field is either sufficiently defined or so potentially damaging to human welfare that we need to be greatly concerned about either licensure or certification at this time.

For Professional Schools

Despite the fact that virtually all graduates find themselves doing supervision, teaching, administration, etc., within two or three years after graduation, professional schools have made very few changes in either the knowledge, skills, values or roles that they have customarily taught. The schools are still for the most part training for clinical work with individuals or groups of clients as if no other functions lay in the immediate future of their graduates. Of course, professional graduates will always need the traditional clinical skills, but they also need the knowledge and skills necessary to function as supervisors, teachers, administrators, consultants, researchers and evaluators. It is obvious that the schools need to reconsider their traditional teaching patterns, even in the light of current manpower utilization practices, but it will surely be necessary for systematic articulation with new levels of workers.

For Community Colleges and Technical Schools

New workers at Level II, and to some extent at Level I, will be trained by two-year community colleges and vocational-technical schools. In most cases these will be brand new training programs, for the human services programs are new to these institutions. They will have to decide their goals, hopefully in collaboration with the agencies, so that they will be sure of what knowledge, skills, attitudes and roles their graduates must have. They will have to recruit faculty, develop curricula, recruit and select students and develop field experiences for their students. Several colleges and schools have had some experience in this area, and the Council on Social Work Education has just recently developed a guide for two-year college programs.

The colleges will have to work closely with agencies to develop the mechanisms and agreements for field experiences, and to help the agencies develop appropriate job descriptions, salary schedules, patterns of use and supervision, etc. This task should not be left to the agencies alone, lest serious disparities and frustrations develop between the expectations of the graduates and the agencies. Collaboration between the schools and the agencies should also help the recruitment of graduates to the agencies.

For Staff Development

Special attention will be needed for staff development when new levels of workers are introduced:

1. All employees will require orientation to the new workers, their backgrounds, the new table of organization, new roles, etc.

2. The new workers themselves will need training. At Level I the basic training will be in-service education provided by

the agency. Even when the training is provided by a vocational-technical school or a community college, there will still be need for in-service education for the specific duties expected in each individual agency.

3. Existing professional staff will need further training for their new roles of supervisor, administrator, teacher, planner, evaluator, consultant, etc. For the most part these skills and roles are not now being taught in basic professional education. Unless staff development programs assume this responsibility, the need is not likely to be met.

For Financing

The costs of implementing new levels of workers will probably not be much different from present program costs. The salaries for new levels of workers are less than those of professionals, but not so much less that the agency can expect great cost savings. Any savings will probably be offset by the costs of staff development programs. We believe that the major result of the use of new levels of workers will be more effective and efficient services to clients and the ability to serve more clients, rather than a savings in money. This means the agency will get a bigger "bang for its buck," but the dollar costs will be about the same.

Some administrators will complain that they need more money to implement such a system. However, most agencies carry a rather substantial vacancy rate in existing positions. Some of these vacant positions could be converted at once and others might be converted over a period of months as vacancies occur from retirements and normal resignations. The issue then becomes one of readjusting personnel priorities rather than requiring new funds. There will be some costs involved in developing new job descriptions, new tables of organization and in orienting the agency to the changes, but these are generally the duties of staff persons who are already employed by the agency.

For the Law

In the social welfare area there are relatively fewer legal implications of adding new levels of workers than there may be in the medical field where legal responsibility and possible liability are often presumed to remain with the professional. Legal liability has seldom been an issue in social welfare, though there may be some instances in which it applies. In such cases the laws and judicial procedures should be reviewed.

We also have relatively few instances of legal licensure or certification of social welfare workers. In states where there is certification of social workers or psychologists whose fields of concern may involve these new workers, there will have to be re-examination of the laws with a possible view to revising the laws. In general, however, it appears to be too early to think of legal certification for this new level of worker. There will need to be much clearer definition of the performance criteria on which they will be certified since educational requirements will no longer be a sufficient criterion. In addition, it is doubtful that the public's welfare is in such jeopardy by what these people might do that licensure should be considered.

Thoughts for Implementation

There are obviously very serious implications for ways in which these kinds of guidelines might be used in any particular agency. The notions have significant importance for so many parts of the agency that it would seem to be difficult either to implement them piecemeal or to impose them from the top.

We have explored possible approaches to implementation with several agency people and have listened to their suggestions.

It appears that a logical first step is to have a rather extensive working session for the key administrative and professional leaders of the agency to explain the developmental approach, to explore these recommendations and their implications, and to be sure that everyone understands the processes. In addition to providing an opportunity for the agency people to ask questions, this process will also provide a change for them to express their reservations about the process and to begin to think of how it might be modified for their own agency.

A succeeding work conference of the same people held a short time later might then explore the agency's total objectives and priority commitments to determine just how much of each objective belongs in the agency's operation. This also would involve deciding in what ways present responsibilities and administrative and programmatic relationships might be changed.

Expert committees could then work on setting up new job and position descriptions, organizational patterns, tables of organization, etc. to implement the overall plan.

Another session (or sessions) would be required to orient all staff to the new plan to assure that there is full understanding. Implementation might then be undertaken in the entire agency at a single time or in various units over a period of time.

In the actual implementation phase, constant and careful attention shoul be paid to critical incidents and problems that will need to be detected, examined and resolved.

This process will not be easy in any case. It will need strong support from the top leadership in the agency and a firm commitment of time to work out the adaptation of the whole process. It would be well to have representatives from personnel and budget divisions involved in every step of the process so that they will understand what is being done and can lend their support and assistance to the actual implementation.

It would also be well to have someone skilled in program evaluation to participate in the process and help design an evaluation procedure. In this way we can hope to validate these concepts in agency-wide applications.

APPENDIX A

TAXONOMY OF PROBLEM AREAS

HEALTH

Functions	Obstacles
Prevention	Lack of Access (Inaccessibility) Location Transportation
Detection Mental Illness Infectious Diseases Degenerative Illnesses Chronic Illness Acute Illness	Lack of Availability Quantity Facilities Personnel Quality Range-Diversity-Variety
Maintenance of Good Health	
Treatment	Lack of Ability to Pay or Purchase
Rehabilitation (Restorative Functions)	Lack of Knowledge and Information About Illness About Resources
Care	Lack of Motivation
	Opposition to Values and Beliefs Stigma Cultural Bias Religious Scruples
	Restrictive Laws and Regulations
	Restrictive Policies and Practices
	Environmental Deficiencies Garbage, Sewage Rats, Pests, Vermin

EDUCATION

Basic Literacy (Reading, Writing)	Lack of Access (Inaccessibility) Location Transportation Personal (Situational) obstacles, i.e., child must stay home and babysit

Functions	Obstacles
Preparation for Higher Education (Content)	Lack of Availability Quantity Facilities Programs-Curricula Personnel Quality Irrelevant Curricula Personnel Improper Training Insensitivity
Family and Social Living Skills	Lack of Adaptive Skills Work Habits Conformity-Discipline Grooming, Cosmetics
"Hidden" Curriculum (Behavioral Maturity, Adaptive Skills)	Lack of Physical Necessities Diet, Nutrition Sleep Clothing
Extended, Continuing Education Advocational Leisure Time Hobbies Retirement	Incongruent or Competing Values
	Destruction of Motivation
	Costs
	Restrictive Laws and Regulations
	Restrictive Policies and Practices

EMPLOYMENT

Securing Employment	Lack of Access (Inaccessibility) Location Transportation Personal Obstacle, i.e., need for child care during working hours
Retaining Employment	Lack of Availability Quantity Diversity
Conditions and Characteristics of Work Working Environment (Light, Heat, Smell, Dirt, Risk) Job Characteristics Security Status Meaningfulness Compensation Full Employment Advancement	Lack of Information (about job opportunities)

Functions	Obstacles
	Negative Characteristics Inherent in Jobs Lack of Basic Educational Skills Lack of Specific Job Skills Lack of Adaptive Skills Grooming Discipline-Conformity Personal Habits (Punctuality) Lack of Health and Stamina Personal Problems Transitory Chronic Restrictive Policies and Practices Race, Creed, Color Disability High Risks

INTEGRITY OF THE FAMILY

Husband-Wife Relationships Parent-Child (Child-Parent) Relationships Sibling Relationships Total Intrafamily Relationships Extended Family Relationships (Aunts, Uncles, Grandparents, etc.) Autonomy and Individuality of Family Members	Composition of Family Ratio of Parents--children age span (elderly--young) sex Number of Members Role Conflicts Authority Sources Breadwinners Psychological and Cultural "Drift" Cultural Barriers Achievement Changes Education Shifts Disability or Incapacity of Member(s) Parent(s) Breadwinner Child (Children) Elderly Member Prolonged Separation (of unit) Prolonged Absence (of member(s))

Functions	Obstacles
	Employment Incarceration Desertion Military Service Termination of Family Unit Orphans Children grown Widows, Widowers Lack of Adequate Resources and Necessities Money Food Shelter Clothing Disruptive Behavior on Part of Family Member Acting-out Alcoholism Emotional Instability

MONEY

Provision or Securing of Income Retaining or Maintaining Income Management of Finances	Lack of Access (Inaccessibility) Inability to get credit Inability to get loans, financing Lack of Employment Lack of Availability Poor money market Lack of funds in general welfare and financial assistance programs Lack of Information Credit Investments, Savings Budgeting Shrewd Purchasing (bulk purchasing, comparative shopping) Sources of money Loss of Buying Power Fixed income (pensions, Social Security) Inflation Tax, Fee Inequities

Functions	Obstacles
	Vulnerability to Fraudulent Schemes Home improvement Used cars Lack of Motivation Vis-a-vis saving, investments Incongruent Values, Beliefs Laws, Regulations Policies, Practices Garnishment

INTEGRITY OF THE COMMUNITY - NEIGHBORHOOD

Mobility (accessability, transportation) Protection and Safety (physical, i.e., fire-police, legal, public health, psychological, social) Shelter (public - low cost, institutions, detention) Growth and Development (individual and community) Cultural Educational Psychological Economic Enjoyment Recreation (organized or individual) Esthetic Experience Parks Architecture Permanence and Stability Maintenance Public Works	Lack of Access Transportation Location Barriers or obstacles Inability to negotiate Linkage of institutions, government, etc. Lack of Availability Quantity Facilities Manpower Quality Administration deficiencies Planning Coordination Enforcement Delivery Evaluation of impact Diversity Cost Inability to raise funds Inability to use available funds

APPENDIX B

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